

SHORT BRIEFING -- PROFESSIONAL MOVEMENT AND MANAGEMENT IN THE 70'S

I. Upper Movement -- A Key to Personal Management Concerns

1. Charts and Flash Messages are largely self-explanatory. Specific comments follow below.

2. Chart 1a: In last 15 years, organizational on-duty strength in grade structure has changed in form from a pyramid to a block with a cap on it. Flow-through from GS-11 through GS-13 is vertical and largely so into GS-14. (Data: GS employees are used in this chart and succeeding ones rather than "professional" employees only, because of unavailable data in past years for the latter. However, in FY 1970, 97% of all GS personnel in grades GS-12 and above were "professionals.")

3. Table 2a and Chart 2b: The Table is a story of significant change. Two points of significance appear:

a. Much of the increased level of projected personnel losses (pre-dicted retirements and estimated other separations) in both the mid-officer and senior officer categories will occur between the past five and the next five years;

b. The ~~level of increased~~ losses in these grade groups will be sustained in the last half of the decade, according to our predictions of future retirements, but losses will not significantly accelerate in the second half over the first half of the decade. As noted in the flash message and in Chart 1b, the aggregative effects of losses in the next decade will be of sufficient magnitude to turn over three-fourths of present senior officers and all of the mid-officers (attributable to

25X1A

4. Table 3c: While it would be incorrect to assume there will be no future change in the number of GS-12 and above jobs, it is logical to speculate that the number is apt to decline rather than increase, barring a major change in mission or functional emphasis. For planning purposes, it is undesirable to impute arbitrary mathematical values to possible levels of change (unless so labeled). Thus, this chart reflects the planning assumption that present manpower levels will hold and promotional opportunities will correspond to vacancies. In comparing actual average annual promotion rates during the past five years with predicted annual rates for the next ten years, we foresee only a modest yearly increase within the next decade, relative to what has transpired during the past several years.

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II. Possible Problems or Conditions Ahead (Chart 5a)

1. Increased rate of movement in upper ranks during 1971-80, *by some parts of the figure* may be enough to create replacement problems ~~in some areas~~; yet not enough to permit sufficient upward movement and challenge in others.

Chadwick
a. Previous charts and statements have demonstrated likely future increases, over the past, in the ~~Expected amount of movement by officers~~ *now comprising the middle and senior grade groups*. The magnitude of personnel losses in these ~~grade groups~~ is at the heart of management's concern how to ensure enough movement upward and maintain a challenging service while avoiding ~~any~~ serious disruptions or loss in leadership and professional experience.

not
varying
b. The expected level of increased future losses within the Agency as a whole, as foreseen at this point in time, ~~is not so large as to~~ *should* constitute any kind of a crisis problem in succession or ~~an~~ open up, ~~coincidentally~~, a wave of opportunities for upward movement, ~~resembling~~ *similar* the Agency's situation in the early years of its history. Neither ~~are~~ *is* the future levels of increased losses so small that we can safely assume daily management will solve all future problems. At this juncture, it is logical to suppose we cannot judge, or afford to ignore, the ~~possible~~ impact of future losses within the various Career Services of the Agency without taking a systematic look ~~at their variable situations~~. Secondly, we should assess the resultant changes if any that should be made in Agency policies or facilities to meet the concrete needs divulged in such an Agency-wide inquiry. (Further personnel retrenchments or restrictions can only intensify prospective personal and management concerns with opportunities for personal development.)

2. Static or Declining Manpower Levels.

a. The Washington Post reported on 20 August 1970 that the Budget people advised the President of a possible \$10 billion deficit in FY 1971 and \$15-\$25 billion in FY 1972. The Agency is now undergoing a review of how to absorb ~~a major cut in expenditures~~ *expenditures*.

b. Substantial reductions of dollars in FY 1972 may well involve further personnel reductions. *(and future fiscal years)*

c. Reduced Agency manpower levels will produce different effects within the various Career Services.

d. Possible consequences in Agency *from reduced manpower levels*

(1) Desirable effects can be achieved, ~~by securing better utilization~~ *by* of personnel resources to meet priority Agency needs.

(2) Also, probable tightening will pose new dislocations and surplusings of personnel. Employee uncertainties may cause further personal apprehensions and anxieties.

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3. Increased Constraints, Controls and Impersonalization

a. We recall with nostalgia the early days. There are many reasons. They include not only our commitment to the Agency's mission, but also to

~~(1) Freedom of movement, vertically (upward) and horizontally, and automatically built-in personal growth; and~~

~~Freedom of movement~~
Relatively unrestricted opportunities for access to senior officials; shared and decentralized decision-making; fluid and changing organizational alignments; limited written rules, checks and controls; and ample resources to pursue new endeavors.

b. The vitality and responsiveness of the Agency's employees, as experienced in the past, are its ultimate strengths. (Agency is not a production shop requiring an optimum application of human resources to materials in maximizing output.)

c. We have witnessed, however, maturation and its consequences in many ways since the early years.

(1) Presumably, most formalized rules were developed to correct observable problems, to repeat lessons learned, or to meet external requirements.

(2) But many of the cumulative effects of these individual rules have been bureaucratic constraints with deleterious effects.

d. There is a dichotomy between the need for existing rules and controls (carefully arrived at and subject to change) and individual desires for freedom of action and responsibility.

(1) Pieces of available evidence indicate that employee concerns about personal initiative, challenge, self-respect and recognition are the fundamental problems of personnel management -- not more services, overseas benefits, or even money.

(2) Perhaps as conclusive as survey findings are our own observations of growing organizational rigidities and attempts to curb personal or career dissatisfactions.

e. ~~We~~ ^{we} can foresee more chances of impersonalization accompanying increased formalized controls during next five years unless we can provide able young and mid-officers with more recognition, more participation in decision-making and better chances for upward movement (whenever and wherever it will be limited within individual Career Services in the future).

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4. Insufficient Personal Development to Meet Agency Needs and Provide Personal Challenge.

a. Agency line personnel managers, including the Career Services, have traditionally concentrated upon determination of assignments; giving promotions to the best qualified; and managing employees on a daily basis, within a world of work. Central personnel management has concentrated on input of highly suitable people and output of older 25X9 employees (retirement).

b. Too little has been done in developing the many ([REDACTED] staff personnel on board) through programs directly responsive to personal aspirations and capabilities -- again the vital concerns.

c. Management obviously sanctions, not opposes, personal development. We know the organizational advantages of systematic personal development, but we have ~~not done it sufficiently~~. Many reasons are apparent:

(1) During much of the Agency's history, personal development was easily accomplished without systematic planning, through the existence of plentiful opportunities for progress by employees with potential *within the organization (horizontally and vertically).*

(2) Some of the career planning efforts in the past have failed or partially failed and have left the impression that personal development means impractical, formal documents unrelated to management needs.

(3) Many have felt that personal development was being sufficiently realized through existing programs (senior schools, *CT Program*, ~~Mid-career Program~~, *Mid-career Program, etc.*).

d. Personal development of professionals (with potential for advancement to one or more grades) fundamentally means providing needed experiences for new and more responsible duties in the future. This approach benefits both the Agency and its employees. How much development should be going on in any one year within each Career Service (or a Directorate or the Agency) is a practical consideration, based upon expected future opportunities for upward movement. Such determinations should not be left to chance (as occurs when the best available employees are picked for assignments and training courses at the time these situations arise).

5. Mismatching of Employee Qualifications and Job Requirements.

a. The de facto relationship between job requirements and employee skill levels is influential in obtaining either employee satisfaction or dissatisfaction and effective employee utilization or misutilization. (Employee expectations about the future are closely tied to his qualifications.)

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b. While we must attend to whatever needs to be done the most and shift employees as required to meet changing demands, we should be alert to the causes of continuing imbalance between employee qualifications and job needs -- causes that can have an unhealthy effect in time on employee satisfaction and effective utilization. For example:

(1) Escalating, inflating and misrepresenting duties and specifying unnecessary or false personal skills or experience requirements.

(2) Failing to keep T/O and ceiling totals in balance.

(3) Misassigning professionals to clerical or technical jobs (may be mislabeled as professional positions) or conversely pre-empting predominantly professional jobs by misassigning clericals or technicals to them.

(4) Depending heavily upon highly selective recruitment and evaluation methods and standards for obtainment of the best personnel available (under a career orientation approach) and then assigning them to routine tasks which have little bearing on their capabilities or are "busy work" jobs or tasks which no one else wants to do.

c. When employees can observe a continuing pattern of misrepresented or mislabeled jobs, and misutilization of personal skill levels or over-hiring for the level of work to be done, a chronic condition of employee dissatisfaction and wasted talents can occur. If the pattern is continued or exacerbated and professional officers (especially the young) see only restricted opportunities ahead for upward movement, the problem can become critical in one or several places within an organization.

d. There is evidence the Agency has jobs called professional that are more nearly sub-professional or technical in fact. There are indications that more employees should be hired at the sub-professional or technical levels to perform tasks at these skill levels.

e. For the next several years, we face the possibility of further impediments to proper matching of people and jobs because of continued limitations on opportunities for personal movement upward; manpower restrictions and shifts in skill requirements (occasioned by future technological and functional changes). These possibilities warrant a detailed look to see where the problems are and what actions should be taken, including changes in our hiring standards for certain jobs or groups of jobs (within or across Career Service lines).

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